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A review of desegregation in Washington, D.C., during a five-year period, 1955-1960, was presented. Enrollment trends showed that the impoverished and destitute people of the city were forced into deprived downtown areas. Academic standards were impaired because of social and cultural handicaps, in addition to such adverse school conditions as overcrowded classrooms and half-day sessions.

Where comparative data were available, a general upgrading of achievement levels since 1955 was apparent. Behavior studies showed that: serious incidents of racial origin were relatively infrequent; discipline problems were often caused by children from poor home environments; and the highest rate of dropouts occurred in schools where the enrollment was predominantly Negro.

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ADDENDUM:

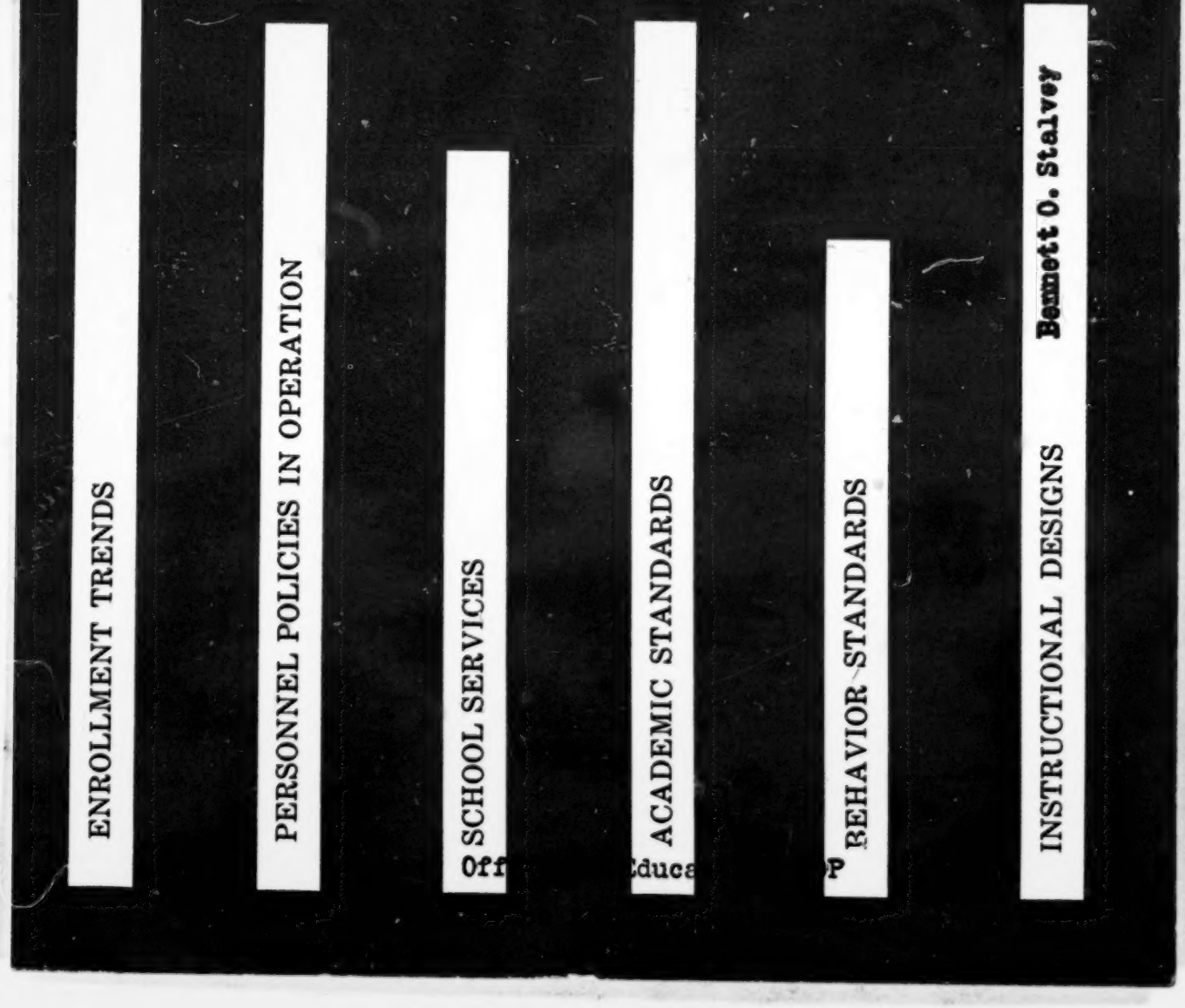
A Five-Year Report on Desegregation in the Washington, D.C. Schools

by

CARL F. HANSEN

Superintendent of Schools, Washington, D.C.

ED001950



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ADDENDUM: A Five-Year Report

by

CARL F. HANSEN

Superintendent of Schools, Washington, D.C.

This addendum is the author's follow-up report of his earlier publication, "Miracle of Social Adjustment: Desegregation in the Washington, D. C. Schools," published by the Anti-Defamation League of B'nai B'rith.

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INTRODUCTION

The report that follows is a summary of significant outcomes of five years of desegregation in the District of Columbia Public Schools. In actuality it is a report of a system of schools operating in accordance with the principle that all children are to be educated as well as possible with the resources at hand; that they are to be assigned to classes in relation to their residence, their needs and aspirations, rather than on the basis of race; and that teachers, instructional materials, and the evaluation of instruction shall be assigned and used only in accordance with sound principles of education.

Only by virtue of the fact that five years ago the District of Columbia school system was segregated by race is an evaluation report of this kind particularly noteworthy. If racial separation had not existed prior to 1954, the problems, needs, and objectives of the school system in 1959 could be described as illustrative of American education at work in a city of social and economic contrasts. In such a case, anything noteworthy in the program of education would be found in the characteristics of the schools' responsibilities and the uniqueness of the attack being made upon these schools.

While the historical accident of a period of segregation adds a special meaning to the present workings of the District of Columbia school system, the best way to look at the schools here is as a system operating in the American Tradition to meet the educational needs of all the children.

The time is coming here when it will be natural to think of educational needs as those of children, not of Negroes and whites. Though the nation's capital has not yet fully attained this level of maturity, growth is taking place. This five-year post-desegregation summary is the story of a school system seeking to become a better instrumentality for the improvement of man rather than a special analysis of the history of desegregation.

ADDENDUM: A Five-Year Report

ENROLLMENT TRENDS

Although anachronistic under present conditions, a census of school membership by race is taken in October each year because of the requirements of the Compulsory School Attendance Law.

These figures have special pertinence only as a transitional study of the racial characteristics of pupils in relation to academic achievement, social adjustment, and cultural preparation for the processes of education. Until the highest stage of social thinking is reached, whereby the individual is respected for what he is rather than for his race or creed, it continues to be necessary to report enrollments by race. Residential segregation and economic sanctions continue to be applied against Negroes, though on a diminishing scale. These factors must be reckoned with in conducting programs of education. The ideal against which the activity of education should be measured, is to study the needs and characteristics of each child without regard to race, to supply his wants as they are discovered, and to measure the effectiveness of his schooling by the growth which occurs.

The concern, amazement, and chagrin, even of the advocates of desegregation, at the increasing percentages of Negro students in the D.C. public schools, reveal an insecurity about the principle that the schools are charged with the education of all children

STUDENT ENROLLMENT BY RACE — 1949-1958

Year	White	Negro
1949	51.6%	48.4%
1950	49.3	50.7
1951	47.6	52.4
1952	45.8	54. 2
1953	43.2	56.8
1954	39.2	60.8
1955	36.0	64.0
1956	32.0	68.0
1957	28.8	71.2
1958	25.9	74. 1

and that in the American way of life all children must have by right and of necessity the best possible kind of opportunity to learn. The main problem should be how to overcome social, cultural, and economic impoverishment, whether experienced by Negroes or whites. Systematic, aggressive, and fully-supported education is one of the best means for the permanent correction of such deficiencies, and should be pursued without consciousness of race.

In the meantime, acknowledgement of racial factors is made in the following summary of proportions of Negro and white students in the past ten years.

The change in the racial composition of the elementary schools since desegregation has been extensive. Of 60 schools with white enrollments prior to 1954, all but three had some degree of racial intermixing six years later. In 14 schools, only one per cent to nine per cent of the pupils were white, showing an almost complete transition from white to Negro enrollment from June 1954 to October 1959.

It is notable, too, that one Negro school now has an enrollment which includes 35.5 per cent white pupils; and 43 formerly Negro schools have less than ten per cent white enrollments. In eleven schools the pupil membership has remained Negro.

PERCENTAGE OF WHITE STUDENTS NOW IN FORMER WHITE AND NEGRO SCHOOLS AND NUMBER OF NEW ELEMENTARY SCHOOLS SINCE 1954 IN WHICH THE ENROLLMENTS ARE PREDOMINANTLY WHITE OR NEGRO

1. Percentage of white students now found in former white schools at the elementary level:

Per cent	Number of Schools
100	3 schools (all white)
90 - 99	15 schools
80 - 89	1 school
70 - 79	2 schools
60 - 69	1 school
50 - 59	1 school
40 - 49	3 schools
30 - 39	5 schools
20 - 29	7 schools
10 - 19	8 schools
1 - 9	14 schools
Total	60

2. Percentage of white pupils now enrolled in former Negro schools:

30 - 35.5	1 school (highest 35.5)
10 - 19	2 schools
1 - 9	43 schools
0	11 schools (all colored)
Total	57

3. Number of new elementary schools since 1954:
   a. Number predominately white — 3
   b. Number predominately Negro — 5

4. Number of elementary schools re-opened since 1954:
   a. Number predominately white — 0
   b. Number predominately Negro — 2

That population change was occurring extensively before desegregation in 1954 is revealed in the fact that 20 school buildings were transferred from white to Negro use in the periods 1947-1954. Each transfer represented a change in the dominant racial characteristic of the community served by the school. With few exceptions, the reassignment of any school under the segregation pattern was preceded by community conflict and tensions that sometimes erupted into strikes and demonstrations, and the illogical effect

of part-time and overcrowding in Negro schools where vacant classrooms existed in nearby white schools.

Aside from this conflict pattern in pre-segregation days, consideration of the extent to which schools were reassigned to Negro use during this period dramatically demonstrates that the shift in population in this city was inspired by causes which are complex and multiple.

SCHOOL BUILDINGS TRANSFERRED FROM WHITE TO NEGRO USE FROM JULY 1, 1947, TO JUNE 30, 1954, BY YEARS

		TOTAL
1947-1948		
Pierce Elementary	7-1-47	
Taylor Elementary	7-1-47	
Blow Elementary	12-1-47	
Webb Elementary	12-1-47	
S. J. Bowen Elementary	12-1-47	
Hayes Elementary	12-1-47	
Lenox Elementary	12-1-47	7 buildings
1948-1949		
NONE		
1949-1950		
Park View Elementary	7-1-49	1 building
1950-1951		
Central High School (Name changed to Cardozo)	8-1-50	
Ludlow Elementary	1-29-51	
Maury Elementary	1-29-51	3 buildings
1951-1952		
Gage Elementary	7-1-51	
Langley Junior High	8-1-51	
Madison Elementary	2-1-52	
River Terrace Elementary (transferred before completion of construction)	2-1-52[a]	4 buildings
1952-1953		
Fairbrother Elementary	7-1-52	
Eliot Junior High	8-1-52	2 buildings
1953-1954		
Bryan Elementary	7-1-53	
Noyes Elementary	7-1-53	
Kenilworth Elementary	2-1-54	3 buildings
TOTAL BUILDINGS TRANSFERRED FROM WHITE TO NEGRO FROM JULY 1, 1947 TO JUNE 30, 1954		20 buildings

[a] Date occupied.

The deeper meanings behind the statistics of change are these:

1. The impoverished and destitute people of our nation are forced to crowd into downtown city areas where rooms, apartments and houses have been vacated by more affluent people who have fled to the suburbs. Housing codes and health laws break under the strain, because dwellings in the open spaces on the periphery of the city are not available.

The residential downtown city in Washington, as well as in most other American cities, has become at once a mecca for the economically and socially handicapped, and a breeding ground for the increase of their problems.

The churches, schools, and social agencies offer the main sources of alleviation of these conditions. They cannot, however, strike deeply at the roots of the problems, which are primarily economic and political in origin.

2. To consider the integration of the schools as the cause of the immigration of such citizens into downtown areas is a defect in analysis. An examination of the problems of every major city in this country will show that like massive amoebas they are ingesting, without plan or reason, masses of economically deprived people of every race.

In most of these cities, schools have been integrated from the beginning. In some, schools are still segregated.

The least that can be done for the children of the economic and social ghettoes is to provide the best possible education.

PERSONNEL POLICIES IN OPERATION

In 1954, the Board of Education declared that teachers were to be appointed, assigned, and promoted on merit only. The effect of this principle was to make it possible to use teachers where they were needed to fill positions. The tendency to assign them to positions in relation to racial preponderance of enrollment was somewhat reduced.

The table below shows the ratio of teachers by race to total enrollment by race in the elementary and secondary schools from 1954 to 1958 inclusive.

RATIO OF TEACHERS BY RACE TO TOTAL ENROLLMENTS BY RACE — 1954-1958

Year	White Pupils	Negro Pupils	White Teachers	Negro Teachers
1954	39.2%	60.8%	48.2%	51.8%
1955	36.0	64.0	44.2	55.8
1956	32.0	68.0	41.8	58.2
1957	28.8	71.2	39.4	60.6
1958	25.9	74.1	37.8	62.1

Another evidence of assignment by merit rather than race is found in the fact that 131 Negro staff members are in administrative and supervising positions serving on a city-wide basis. This is 50 per cent of all such staff and line positions.

STAFF MEMBERS IN ADMINISTRATIVE AND SUPERVISORY POSITIONS — 1954-1958

Year	White	Negro
1954	53.0%	47.0%
1955	52.1	47.9
1956	51.5	48.5
1957	50.9	49.1
1958	50.0	50.0

There is further evidence of the assignment of teachers and administrators without regard to the preponderance of racial composition of school enrollments. In 1958, one or more white teachers and officers were assigned to 29 schools where the white enrollment was 10 per cent or less. In the same year, one or more Negro teachers and officers were assigned to 7 schools where the Negro enrollment was 10 per cent or less.

Standards for permanent appointment continue to be among the highest in the country. The bachelor's degree is required for all elementary and junior high school positions, and the master's degree is required for senior high school positions except for such subjects as driver education and military science and tactics. In addition, to be placed on the eligible list, applicants must pass rigorous examinations, locally constructed tests for the secondary school subjects and tests prepared for the National Teachers Examination by the Educational Testing Service for the elementary schools.

It follows, therefore, that desegregation has not resulted in a lowering of teacher standards. Actually, the unification of teacher selection under a single Board of Examiners when the schools were desegregated in 1954 may have improved the standards by establishing a single competitive scale for teacher examinations.

For a number of reasons, the difficulty of reducing the number of temporary appointments, particularly at the elementary level, continues to grow. Among many women applicants, fear of teaching in downtown schools persists. The hesitancy of white applicants to undertake a teaching assignment in predominantly Negro schools must also be acknowledged as a part of the problem. There is also an indication that the local appointive procedures are cumbersome, so that impatient applicants accept assignments elsewhere, even

though such appointments may lack the tenure and the educational challenge and opportunity of the District of Columbia public schools.

The table showing the number of elementary level temporary teachers (most of whom have at least the bachelor's degree) indicates the persistence of the problem.

ELEMENTARY LEVEL TEMPORARY TEACHERS
1954-1958

Year	Number of Elementary Temporary Teachers	Per cent of Total Elementary Teachers
1954	283	15.1
1955	307	16.0
1956	436	21.1
1957	558	25.2
1958	711	30.2

1955-58 include Laboratory Schools

The District of Columbia public schools need highly competent teachers with built-in career goals. Although some positive advances in recruiting activity have been made, including visits by personnel officials to college campuses, much remains to be done. These recruiting efforts should include the following:

1. Balanced information about the District of Columbia schools should be widely disseminated to counteract the extensive adverse public treatment given them by anti-integrationists.

2. The opportunity for service should be a means of attracting dedicated teachers. No teaching anywhere is a job for the indolent. But rewards in teaching are never greater than among children whose needs run deep. This is a point of view that should be stressed in teacher training institutions with respect to teaching in city school systems.

3. Salaries in difficult city schools should be among the best in the country. Salary advantages in well-to-do suburbs should not continue to place city schools at a disadvantage. While salaries for teachers in the District of Columbia were increased in 1958 by about 14 per cent, and compare favorably with those in most large cities, salary levels are still too low to attract enough young people into teaching. Particularly for those with dependents, teaching requires too much austerity in the fiscal sense.

4. Conditions of work in the District of Columbia public schools are slowly being improved. In the elementary schools class sizes

are being reduced and supplemental services are being added. But progress is far too slow. In comparison to favored suburban schools throughout the country, the services expected of the large city schools place heavier and heavier burdens upon teachers. The result is that many who like to teach, leave the profession for work that does not impose such responsibilities and frustrations.

Especially in the District of Columbia schools, the teaching staff is required to perform many extra duties, particularly in record keeping, reporting and analysis of data, because the school system itself is subject to constant evaluation by many agencies. Centered as it is in the nation's capital, under the aegis of the Congress itself, and subjected to many forces and focuses of interest outside the responsible governing authorities, it must of necessity be equipped to meet the added requirements imposed upon it. Unable to acquire in full the additional staffing necessary under these conditions, the school system is forced to impose upon an already overburdened staff many extra assignments.

Improved working conditions for teachers would result from additional service staffing. It would relieve the teachers of chores not related to teaching.

The teachers and officers in the schools of the nation's capital have met the challenge of desegregation with unprecedented competence as the record will attest. But the history of their effort to meet the needs of the city's children establishes two points: (1) Well-equipped professional teachers can do the job assigned to them and (2) they must have the tools and the time with which to do the job with sufficient personal satisfaction to hold those in the system to their assigned duties and to be inviting to others.

SCHOOL SERVICES

In the presegregation days, apologists for school unification attempted to justify the change on the grounds of economy. It is cheaper, it was said, to run one rather than two systems of schools.

They were right, in a limited way, of course, in that carbon copies of positions and services could be eliminated. They were wrong, in a more general sense, in that supplying school services on a completely unified scale was inevitably more expensive, because no longer would the money-saving larger classes, the more crowded school conditions, and the slighted supplementary services be the lot of Negro school children. They were wrong in this, too, because when the separate schools disappeared, the overall needs of a single school system came into focus. And when this occurred, a unified drive for betterment of school services for *all* children has resulted in modest improvements and, of course, in higher costs.

No one can review the five years of desegregation in the District of Columbia schools without being aware that school services have improved. The extra dividend of school unification is community unification for school improvement.

What, then, are the facts?

As measured by funds expended for the education of children, increases in school services are indicated from 1954 to 1958.

In 1954-1955, the cost of schooling per pupil was $308.46. In 1957-1958 it was $389.62, an increase in the cost of educating a pupil of $81.16.

Another tangible measure of improvement in school services is the decrease in the average class size in the elementary schools. Before desegregation in 1954, the pupil-teacher ratio (actually, average class size in grades one to six) was 38.2 in the Negro schools and 34.5 in the white schools. In 1955 the pupil-teacher ratio was 35.2 for all the elementary grades.

In its move to attain a goal of 30 pupils to one teacher, the Board of Education was able to secure additional appropriations to reduce class size to 32.9 in 1958-59.

Obviously educational opportunity for all pupils is improving and the excessive class sizes of the Negro division of the school

system have been reduced only by the equalization made possible by desegregation.

Provision for special classes has expanded from a total of such classes in 1954 of 74 to 163 in the school year 1958-1959.

The reading clinic staff increased from 6 to 26 in the same five year period. The testing and psychological staff expanded from 13 to 28, with the employment of additional school psychologists, clinical psychologists and psychiatric social workers.

The expansion of city-wide supervisory services was significant and resulted in improvement of instruction. The slow but continuous growth in services to children, it would seem, were made possible because of the community's single-minded attack upon school deficits following the elimination of the divisive efforts of segregation.

ACADEMIC STANDARDS

After the schools were unified five years ago, survey tests of academic achievements were given for the first time on a city-wide scale. Out of this program came a revelation of conditions that existed prior to desegregation. An appalled community learned for the first time that when all the schools were tested together, the grade norms were found to be significantly below national norms for the tests given. Dramatic illustration of the differences in academic levels of Negro and white pupils is seen in the comparison of median grade equivalents of the white sixth graders in 1953 with the median grade equivalents of all sixth graders tested in 1954. For the white sixth graders in 1953, the median grade equivalent in reading was 7.2. For all sixth graders in 1954, it was 4.9. Clearly desegregation did not cause this drop in one year's time. It brought to light a set of facts that had not been hitherto obtained or revealed.

Many objective observers became acutely aware that social and cultural handicaps, in addition to adverse school conditions such as overcrowded classrooms and a long history of half-day education where school construction failed to keep up with a mushrooming enrollment, were a composite of factors that combined to retard the educational advancement of many Negro children.

Although school desegregation does not eliminate the deep-seated causes of social, economic and cultural impoverishment, it does provide the opportunity for an equal sharing of educational resources, for a greater amount of acculturation resulting from the joining together of teachers and pupils in the school setting, and for a united effort to improve educational services to all children.

Since 1954, the effect of improved and unified instructional services on the improvement of academic standards in the District of Columbia public schools has been both demonstrable and, in a sense, dramatic.

Since 1955, the second year of desegregation, after the two departments of research responsible for testing had been fully consolidated, the District school system has conducted a city-wide testing program to measure objectively the scope, character and change in achievement levels.

The Stanford achievement tests (primary and intermediate batteries) are given to all third, fifth, and sixth grade pupils each year. The advanced forms of the Stanford reading and arithmetic tests are given annually to all 8th and 9th grade pupils. The Iowa Test of Educational Development is used in the 10th and 12th grades. It is evident, also, that the program of survey tests is extensive, a response to the need to know about achievements in this school system in order to be intelligent in directing the instructional program. It is of interest to know also that the community is kept fully informed about test results, whether the news is good or bad.

A brief summary of the results will show, where comparative data are available, a general upgrading of achievement levels since 1955. This has occurred during a period of steady increase in the per cent of Negro pupils, testifying to the capacity of the Negro pupil to respond to educational opportunity.

In grade three, tested in paragraph meaning, word meaning, spelling, arithmetic reasoning, and arithmetic computation, steady improvement since 1955-1956 has been noted. In the 1958-1959 testing, median grade equivalents ranged from 3.1 to 3.2 against a national norm of 3.5. In 1955, the range was 2.3 to 2.6 against a standard for this test period of 3.2.

In other words, the 10,465 third graders (79.1 per cent Negro pupils) tested in February of the school year 1958-1959 reported median grade equivalents that were from .3 to .4 grades below the national level. The 9,939 third graders (66.3 per cent Negro) tested in the school year 1955-1956 turned in median grade equivalents that were from .8 to .9 grades below the national norms in the five test areas.

In grade five, in the six areas of testing, improvement since 1955 is also evident. The 1958-1959 group (75.6 per cent Negro) scored median grade equivalents ranging from 4.1 to 4.7 at grade 5.1. Thus in the six tests the median grade equivalents were .4 to 1.0 grades below the national standard for the tests.

In 1955-1956, the fifth grade group (63.9 per cent Negro) scored median grade equivalents ranging from 3.8 to 4.2 at grade 5.1. For this group, the median grade equivalents were from .9 to 1.3 grades below the national standard for the tests.

In grade six, the 1958-1959 group (71.6 per cent Negro) scored median grade equivalents in five out of six tests that were at or above the national norm of 6.6 for the testing period. The range was .4 grade below the norm in one test to .1 grade above in two tests.

In 1955-1956, the sixth grade (62.2 per cent Negro) were below the national standard from .5 to 1.2 grades in the six tests.

The significance of the fact that this year's sixth grade class reached or exceeded the national norms in five out of six tests can be made clear if it is understood that the school population of the District of Columbia is predominately composed of pupils whose economic and cultural backgrounds are, on the average, more than normally limited.

It will generally be agreed that big city school enrollments are not typical or cross-sectional in the statistical sense, in part because children from the upper economic levels tend to live in the suburbs and are not often included in test score distributions. For a sixth grade class, city-wide, in the District of Columbia, to achieve or exceed national norms is therefore more than may be statistically expected, since it may be assumed that the tests used were standardized on typical distributions of sixth grade pupils.

In grade eight for 1958-1959, the median grade equivalent in the four tests ranged from 7.3 (in two tests) to 7.9 (in two tests) at grade 8.1. The retardation for this year for two tests was .8 grade and for the other two tests only .2 grade.

The eighth grade tested in 1955-1956 made median grade equivalents that ranged from 6.8 in three tests to 7.4 in one test at grade 8.1. For this group, the retardation was 1.3 grades in three tests to .8 grade in the fourth test.

In median grade equivalents, therefore, the 1958-1959 group made highly significant improvement over the 1955-1956 group.

In the ninth grade, consistent improvement in median grade equivalents over 1955-1956 has been indicated. The 1958-1959 group made median grade equivalents in four tests that ranged from 8.3 to 8.9 at grade 9.4. Thus the median grade equivalents ranged from .5 to 1.1 grades below the national standard.

In 1955-1956 the median grade equivalents ranged from 7.7 to 8.4 at grade 9.5. At that time the retardation ranged from 1.1 to 1.9 grades below the national norm.

A composite picture of the salient factors in achievement levels as measured by standardized tests in the elementary and junior high school grades is presented in summary form in the following table. This objective study shows that gains in achievement levels since 1955 are consistent and significant.

In the tenth grade, the four sections of the Iowa Test of Educational Development were given in October 1958 to students in the honors, regular college preparatory, and the general curricula.

SUMMARY TABLE OF MEDIAN GRADE EQUIVALENTS FOR 1955-8 and 1958-9

Grade	Year	Per cent Negro	Number of Tests	National Median Grade Equivalent	Range of Median Grade Equivalents	Range of Deviation from National Medians
3	1958-9	79.1	5	3.5	3.1 to 3.2	— .3 to — .4
	1955-6	66.3	5	3.2	2.3 to 2.6	— .8 to — .9
5	1958-9	75.6	6	5.1	4.1 to 4.7	— .4 to —1.0
	1955-6	63.9	6	5.1	3.8 to 4.2	— .9 to —1.3
6	1958-9	71.6	6	6.6	6.2 to 6.7	— .4 to +1
	1955-6	62.2	6	6.6	5.4 to 6.1	— .5 to —1.2
8	1958-9	64.9	4	8.1	7.3 to 7.9	— .2 to — .8
	1955-6	60.9	4	8.1	6.8 to 7.4	— .7 to —1.3
9	1958-9	66.9	4	9.4	8.3 to 8.9	— .5 to —1.1
	1955-6	62.1	4	9.5	7.7 to 8.4	—1.1 to —1.8

In The Social Concepts Tests, the median percentile for the honors group was 86, very high against the national standard of 50; for the regular college preparatory group, 59; and for the general curriculum group, 23, which is low as against the standard of 50 which is the mid-point for the test.

In The Natural Sciences section of the test, the honors group scored a median percentile of 87; the regular college preparatory group, 69; and the general group, 28.

In The Correctness of Expression test, the honors group made a median percentile score of 92; the regular college preparatory group, 70; and the general group, 39.

In The Quantitative Thinking section of the test, the honors group median percentile was 88; the regular college preparatory group, 59; and the general group, 19.

It is evident that the academic achievement levels for the honors and the regular college preparatory groups are very high. This clarifies two points: Integration has not retarded the advancement of high ability students, Negro or white, and educational standards, in the District public schools, when examined in relation to students' preparation and ability for learning, are high.

The 1,303 students who were enrolled in the tenth grade basic curriculum in 1958-59 were given the advanced form JM of the Stanford Achievement Test in October 1958.

The average of the medians in the six tests is 6.5 grade, or 3.6 school years below the students' actual grade of 10.1. While they were in the ninth grade these students were assigned to the basic curriculum at about the sixth grade level or below, as indicated by tests and teacher and counselor judgment. For more than half of them to make test scores above the sixth grade equivalent in the tenth grade indicates a phenomenal improvement over the testing period the preceding January, when all ninth graders took the Stanford Achievement Test, Form LM.

In the summary of this point, about two-thirds of the group tested in October 1958 who in January 1958 had scored at the sixth grade or below, made scores above the sixth grade equivalent. As an example, of the 1,303 students in the basic curriculum who took the test in paragraph meaning, 810 scored above the sixth grade equivalent. A spectacular finding is that 116 of these students made grade equivalents of 10.1 to 12.8. On the basis of these results alone, they were possibly ready for placement at the general, college preparatory, or even honors levels.

For these 810 students, then, significant gains were reported for the ten months, January to October. These gains undoubtedly represent, in part at least, improvement resulting from instruction during these months, and perhaps for some, from attendance in summer school. They may also have resulted partly from differences in pupils' attitudes at the time they took the test. They do point up the necessity for greater care in guidance of pupils into the proper curriculum sequence.

In the twelfth grade, an objective study of test results shows on a comparative basis generally significant improvement in achievement as measured by standardized tests.

All twelfth grade students were given four sections of the Iowa Test of Educational Development. In addition, the students in the basic curriculum were given four sections of the Advanced Form KM of The Stanford Achievement Test.

When the 3,311 members of the senior class were tested in October 1958, an analysis of their records showed that 2,481 had taken three sections of the Iowa Test of Educational Development in the ninth grade. It was thus possible to determine whether this group had made expected growth over the instructional period of two years and eight months between the two tests. The students whose test results could be compared included those in the four curriculum levels as a composite group.

The findings of the study showed that these students had made phenomenal improvement in achievement in two subject areas, and slightly less than normal growth in one.

It must be explained that if a student made a percentile rank of 50 in, for example, The Test in Basic Social Concepts, in the ninth grade, and the same percentile rank (50) in the test in the twelfth grade, he had made normal progress. In other words, he had achieved at the normal rate over the period of instruction between the two tests.

In Basic Social Concepts, the 2,481 seniors who had been tested as ninth graders in 1955 made an average percentile rank of 19.

Though this is clearly very low, considering that 50 is standard, they would have achieved at the expected rate in the test given in 1958-59 if their average percentile rank had been 19.

In their senior year, however, this group scored an average percentile rank of 42, only slightly below the national standard of 50, and more than double their ninth grade score of 19.

In the Natural Sciences, the same group reported scores in the ninth grade that, on the average, placed them at the 34th percentile. In the twelfth grade, the average percentile point was 32, a reduction of two points. While the loss in general achievement by grade levels is not significant, the test results show the need for greater emphasis upon science instruction.

Although the average standard score for this group showed an improvement from 11.8 in 1955 to 15.5 in 1958, indicating growth, the rate of growth, however, was for this test less than the normal expectancy.

In Correctness of Expression, the 2,481 students made scores as ninth graders that, on the average, placed them at the 54th percentile rank, above the national percentile of 50. When tested in 1958, this same group hit the 72 percentile point, achieving on the average a very high point for any twelfth grade, and raising their position on the percentile scale by 28 points.

This group of 2,481 seniors is the first to have entered the four track curriculum program as tenth graders. The evidence of significant gains in achievement in two out of three tests indicates a significant advantage in the ability grouping program.

BEHAVIOR STANDARDS

In judging pupil behavior, care is necessary to avoid discrediting the great percentage of pupils for the anti-social actions of the few. When evaluations are made in the context of a school system that has recently been desegregated, there is real danger that behavior problems may be generally related to this factor rather than to more fundamental and complex causes.

Serious incidents that seem to be primarily racial in origin are relatively infrequent. The records of the central school offices reveal reports of few such cases.

The following are illustrations of behavior that seem to reflect racial antagonisms: The Negro girl who told her white teacher, "I hate your ugly white face"; the white boy who told his white teacher, "You favor Negroes and Chinese"; and an unidentified gang, Negro so far as is known, waylaying a white boy after a football game.

Problems of discipline derive mostly from causes in the home conditions of the pupils, though sometimes also from inappropriate and inadequate educational services.

In February of 1959 an elementary principal reported of her changing school, then about 80 per cent Negro: "Many children live with relatives other than parents, many are illegitimate. In most homes the mother is employed. Frequently no care is provided for the children. As an example, one five-year-old afternoon kindergarten child is home alone all morning, gets his own lunch. Many homes are overcrowded. In one case, 23 people including at least 12 children, were living in a one-family dwelling."

But, she added that many parents are devoted to the school, work hard to give their children every possible help. It is obviously necessary to understand that many parents seem irresponsible when they are not, that many of them want the best for their children. What has been found here is that the problems are those of children, not of Negroes or whites.

As to general behavior and order in school, comments from visitors, of whom there are many from all over the country and throughout the world, are frequently spontaneously laudatory.

A member of the League of Women Voters, who accompanied a high school class on a visit to the Capitol had this to say: "I have gone with many groups of young people and adults on a tour of the United States Capitol. Never did I have a more interested and interesting group. What impressed me most was their fine spirit of democracy, their sense of fair play, and their desire to understand and assume the responsibilities of citizenship."

Vandalism is symptomatic of a social attitude and a set of conditions which result in anti-social behavior. The amount of vandalism as measured by window breakage over the past five years has increased. In 1954-55, the number of broken windows was 19,693. In 1958-59, it was 20,555. The cost of window breakage was $58,062 in 1954-55 and $75,705 in 1958-59.

Pregnancies among girls under compulsory school age have increased in total and relative numbers since 1954-55. In that year 147 girls under 16 years of age were excused from school attendance for pregnancy. This was .8 per cent of the girls in grades 7 through 12. In 1958-59, the number was 239, which was 1.3 per cent of the number of girls in grades 7 through 12. In 1954-55, .7 per cent of the pregnancies were among Negro girls, and in 1958-59, the per cent was 1.2. It is to be expected that a high percentage of such cases would be among the Negro girls, because they are numerically the majority enrolled in grades 7 through 12. However, the relative rate is also higher, as can be seen in the table below.

PREGNANCIES AMONG GIRLS UNDER COMPULSORY SCHOOL AGE

Year	Number of girls under 16 excused because of pregnancy		Number of girls in grades 7-12* by race		Number of cases per thousand by race		
	Negro	White	Negro	White	Negro	White	Combined
1954-5	135	12	11,334	7,886	11.9	1.5	7.6
1955-6	174	18	11,700	7,452	14.9	2.4	10.0
1956-7	227	15	11,728	6,698	19.4	2.2	13.2
1957-8	193	16	12,242	6,400	15.8	2.5	11.2
1958-9	217	22	12,811	5,982	16.9	3.7	12.7

* includes Vocational High Schools

Juvenile delinquency as reported in cases per thousand between 1954 and 1958 has decreased, although data for 1958-59, not yet

available in cases per thousand, shows an increase over the year before.

The District of Columbia Commissioners' 1959 report on the state of the nation's capital to the Congress of the United States reveals the following delinquency rates for children 5 to 17:

For non-white children a decline from 37.1 cases per thousand in 1954 to 21.2 cases in 1958.

For white children, 15.3 cases per thousand in 1954 to 15.2 cases in 1958.

The schools do not claim credit for this development. But one conclusion is clear: Desegregation has not resulted in an increase in the rate of juvenile delinquency.

The venereal disease rate among youth of school age continues to present a social as well as health problem of significant magnitude.

The rate of gonorrhea cases among the youth of junior, senior, and vocational high school age shows a persistence of the problem, although the rate has decreased from 10.5 cases per thousand in 1955-56 to 8.9 cases in 1958-59.

GONORRHEA CASES IN JUNIOR, SENIOR AND VOCATIONAL HIGH SCHOOLS 1954-1959

Year	Total Enrollment Grades 7-12*	Total Cases of Gonorrhea Reported by Department of Health	Number of Cases per Thousand
1954-55	37,244	a	a
1955-56	37,123	390	10.5
1956-57	35,764	400	11.2
1957-58	35,897	271	7.5
1958-59	36,374	322	8.9

* Includes Vocational High Schools

a Data not compiled by the Department of Public Health for 1954-5.

The school drop-out rate continues to be high as is indicated in the limited samplings which have been taken.

The next table shows the number who withdrew from school attendance during the first semester in the senior high schools in the years indicated.

WITHDRAWALS FROM SCHOOL ATTENDANCE DURING FIRST SEMESTER IN SENIOR HIGH SCHOOL

First Semester Senior High only	Number who Withdrew from School and Known not to be in School Attendance
1956-57	1021
1957-58	816
1958-59	1061

While the reports were not made by race, it is known that the highest rate of drop-outs occurred in schools where the enrollment is predominantly Negro. It is also known that the drop-out rate is much higher among boys than girls.

The drop-out rate has been persistently high among Negro youth, although precise figures are not available over more than the limited period indicated in the table. Desegregation has not of itself contributed to the correction of the problem. Nor, so far, has the introduction of a basic curriculum at the high school level made a consistent contribution to the reduction of this problem. It will be noted, however, that a 20 per cent reduction did occur in the drop-out rate in 1957-58, after one year of experience with the adjusted curriculum program.

The conclusion is that too many students have failed to take advantage of their opportunities for formal education. The reasons for this attitude, just as in the case of vandalism, illegitimate pregnancies, and venereal disease, go deep into the lives, experiences, and values of youth. These conditions as so far demonstrated are not caused by desegregation. It is equally clear that desegregation does not correct them.

The hungry children problem is also symptomatic of severe economic and social inadequacy. More than 7,000 children were reported by elementary principals to be in need of free lunches in the school year 1958-59. During that year, as an emergency measure, individuals and groups in the Metropolitan area contributed $16,996.50 to feed, at the peak period, 757 children for a part of the second half of the school term. In the meantime, Congress authorized the expenditure of $266,000 for 1959-60 for free lunches for elementary school children.

Children who come to school without adequate nourishment are not in a state of readiness to learn. They may not only be unre-

sponsive to their opportunities, but aggressive, rebellious, and negative in their reactions. The conflict, disorder and deficiencies in their homes do, in fact, condition their behavior in the classroom. An illustration is the case of a fourth-grader who was always at his worst on Monday, after two days at home without the stabilizing influence of the school.

Desegregation does not cause or cure the problem of the hungry child. But it is evident in the gains that have been made to meet his immediate needs on this score that a better job will be done than in the pre-segregation days when there was little systematic attention given to this condition.

Another aspect of social adjustment in desegregation must be reported openly and candidly. This has to do with relationship between the sexes. During the first four years of school desegregation only one case of racial intermarriage has been verified. In this instance, the white girl and the Negro boy attended high school together for one year. After the girl graduated, the boy having left school a year before she completed her senior year, they were married. It is difficult to assess the school factor in this marriage, since other elements also must be reckoned with.

In any case, considering the extent of desegregation here, and the limited number of intermarriages following school attendance together — one confirmed, two rumored — it is unlikely that proximity in school has contributed significantly to interracial marriages. This fear that proximity in school will induce intermarriage seems not to have been realized.

A more significant question is, what has been the effect of desegregation on the usual social activities of the school?

In five years of experience it may be noted that the major social activities of the schools have not been sharply curtailed. Each senior class held its traditional "prom" in 1958-59. The inter-high school student council has held regular city-wide meetings for the past five years. It has, indeed, flourished to the extent that an Annual Saturday Workshop has now become a tradition. At these Saturday sessions, of course, all the senior and vocational high schools were represented.

The annual competitive cadet drill has continued as a unified program, with up to four thousand uniformed cadets massing on the field for the final review before students from all of the senior and vocational high schools. If anything, the behavior of the students in the stands has improved. At the performance in the spring of 1959, the conduct and decorum were superior.

All inter-scholastic sports have been maintained, with generally excellent behavior in the stands and superior sportsmanship on

the field and court. Each year the football season ends with a city championship contest between the top teams of the public schools and parochial high schools. To date the contests have been strenuous, the competition keen, the spectators multitudinous and enthusiastic, yet there were no more fringe incidents and after-game shenanigans than before the days of desegregration.

In the usual way, glee clubs produce operettas and other musical productions; instrumental groups, such as bands and orchestras, are working together without reference to race; and dramatic groups have continued to play productions.

Any observer would agree that the activity program of the desegregated schools is no different from that in the typical school system anywhere in the country.

A more fundamental difficulty is felt by students of junior and senior high school age who attend school as members of a small minority group. They experience insecurity because they cannot make friends whom they can invite to their own parties, or have dates with, or become associated with in social life outside of the school. All students, whether white or Negro, find the same problems when they are members of a limited minority in a secondary school. This is a problem for which the schools can find no easy solution, since it is one that is deeply rooted in social attitudes and behavior outside the schools. It makes necessary some degree of flexibility in school placement. It indicates a continued need for the transfer to schools with more balanced enrollments for students whose social and psychological characteristics require this. The final point to make on this issue is that the schools might better concentrate on the educational objectives for which they are established and leave the planning of social experiences to the home, where this responsibility fundamentally belongs.

INSTRUCTIONAL DESIGN

The design for instruction in American education deserves close examination. In the District of Columbia much has been done to overcome mistaken notions about methods of instruction and the relationship of curriculum to the learner. What has been done should not be directly related to desegregation, though many inadvertently commit the sin of *non sequitur* in respect to the changes in design now in process here.

Systematic ability grouping for academic study was undertaken in the Four Track Curriculum in the tenth grade in 1956. It is now in use in grades ten to twelve.

The Four Track Curriculum patterns include the honors, regular college preparatory, general, and basic sequences. The primary purpose is to direct learning experiences to the levels of achievement of students, in order to make it possible for all to gain maximum benefit from continued attendance in school through twelve years.

An illustration of an opposite point of view will clarify the philosophy of the Four Track Curriculum.

A high school officer in another city recently described the condition resulting from non-grouping in English classes in her school. The range of I.Q. was from 84 to 140 in one tenth-grade class.

When asked, "What happens to the slow learners?" she answered: "They fail."

Our point is that if the student who learns slowly can follow a profitable curriculum through twelve years, he will be better for it and the nation will be stronger for it. If he makes gains because of his more favorable placement, he can be transferred to the more difficult curriculum sequences.

The principle of grouping to reduce the range of readiness for learning supplies maximum challenge for the gifted as well as the slow. With a sharper target, the teacher can make better plans, and is less likely to neglect the bright or the slow within each group.

A second important feature of the new curriculum design is to step up required subjects, reduce the cafeteria-like selection of

courses, the window-shopping and bargain-hunting for easy grades characteristic of the system it replaced.

The ability grouping plan has made it possible to introduce traditional high school subjects like algebra and foreign languages into the eighth grade, so that groups may be accelerated by subject matter placement rather than by grade placement. The present eighth grade honors group will be prepared for college level work when they reach the twelfth grade and will be eligible for admission to the Advanced Placement Program.

A Three Track System for the elementary and junior high schools has been authorized by the Board of Education. Honors classes are scheduled for the fourth grade and the basic curriculum for slow learners will be sequential through the elementary and secondary schools. Continuous child study has been made an indispensable part of the program, in order that changes in placement may be made when the student is ready.

Related to the ability grouping activity has been a special emphasis upon the in-service training of teachers to improve techniques for working with gifted and slow learners.

Finally, the democratic characteristic of American education has been preserved by maintaining the integrity of the neighborhood schools. Thus children attend school together, although they may be grouped in academic classes on the basis of their readiness for learning at a given time. In fact, the democratic principle of education for all has been strengthened by providing opportunities for learning in accordance with the needs, interests, and abilities of all the pupils.

A second important change in the design in instruction here is the attention being given to systematic, organized instruction in the basic subjects. This means that teachers are being asked to teach directly toward improvement in reading, writing, spelling and in the use of the number system. Teaching techniques are to follow organized subject matter lines as set up in textbook organization. This means more planning and direction by the teacher, less of it by the pupils. This means reduction in the following of leads emerging from the temporary interests of children. Out of this is coming a return to a point of view that the teacher is the director of instruction in the classroom, the dynamic source of interaction between pupil and materials or content of instruction, the cultivated adult who can instruct pupils in what she knows and who can induce them to reach out for knowledge and to enjoy the satisfactions of accomplishment.

No one can claim that ability grouping and the adjustments in

curriculum patterns made necessary by it, or that the return to horizon-stretching, teacher-planned and directed instruction have any real connection with the fact that the District Schools have rejected practices of assigning pupils to schools on the basis of race. Yet it seems clearer now than it did five years ago that desegregation prepared the ground for a total attack upon the improvement of instruction. In the changing design of organization for instruction here, the issues are drawn, not on who should be taught where, but on philosophical principles of education, methods, techniques, and choice of content.

Five years have passed since the District of Columbia schools began the process of desegregation. Today, the main object of study, debate, and effort is how to make the schools better.

It is upon this that attention ought to be centered, governed by the simple truth that every child must have the opportunity for self realization in a school setting that respects him as a person.

The nation's capital ought to symbolize a national dedication to the principle of superior public education for every child. There are many miles to go before we reach this goal.